

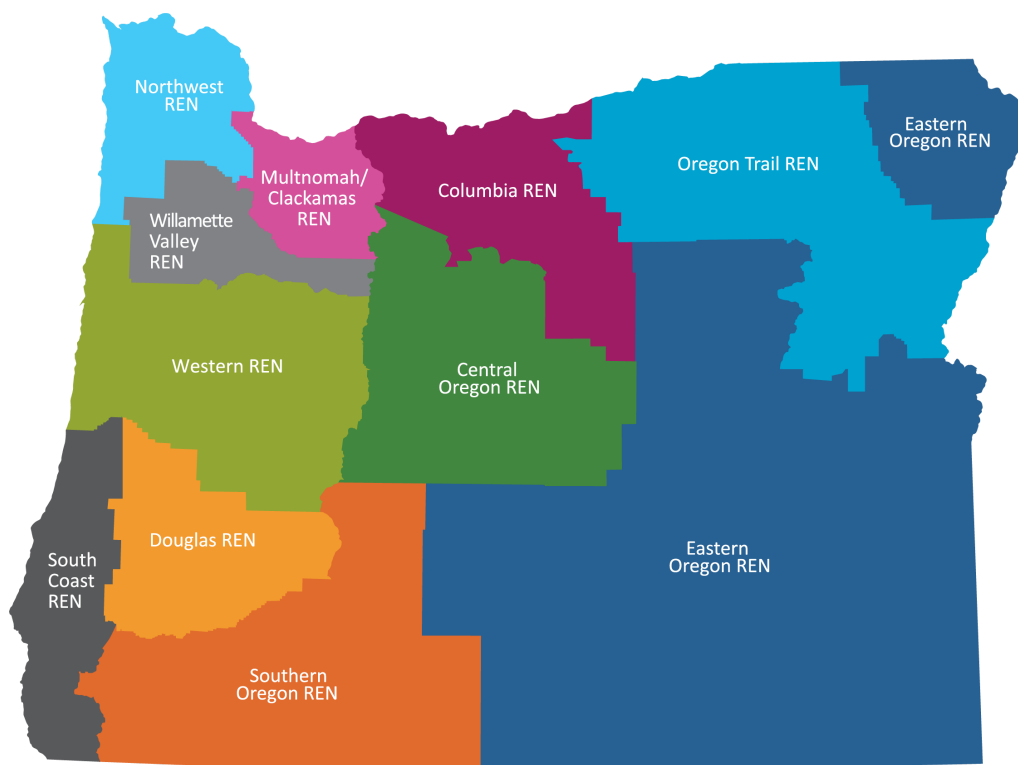


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Multiple Pathways for Sustaining and Diversifying the Oregon Educator Workforce



Supplement to the 2026 Educator Equity Report

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1. Introduction

Educators have tremendous impacts on student outcomes (Chetty et al, 2014; Backes et al., 2024), this is particularly true when the wide array of student experiences and identities are reflected in the educator workforce (Gershenson et al., 2022). Recognizing this, Oregon has undertaken various efforts over the years to recruit, support, and retain an educator workforce that is diverse in terms of race/ethnicity, heritage language, geography, and previous experiences.

In 2024, we documented Oregon's progress between 2007 and 2023 towards some of these goals in our report: [*Building a Diverse Workforce for All Students: Oregon Educator Recruitment and Retention over Time and across Contexts*](#). Specifically, we showed that the racial/ethnic diversity of the teacher workforce in Oregon was increasing due to large changes in the shares of entering teachers from diverse backgrounds. These gains were larger than they were for other comparable states. At the same time, we documented several ongoing challenges. We showed that entering teachers, particularly entering teachers of color, are typically placed in schools with student populations that may require greater support and with fewer experienced colleagues; both factors that might lead to increased probabilities of exiting teaching. Furthermore, we showed that following the COVID-19 pandemic, turnover among teachers and all other groups of educators reached historic highs following the 2022 school year. What has happened since then?

This report picks up where the previous one left off to document how the workforce has changed through the 2024-25 school year. First, we examine changes to the diversity of the educator workforce, noting changes among different groups of educators as well as among new teachers. To better understand who comprises the new teacher workforce, we separate these new teachers into **entrants**, who are just entering the teaching profession

without prior experience in Oregon public schools, and **transitioners**, who are entering teaching after having worked in a different role within Oregon public schools. We compare the demographics, turnover rates, endorsement areas and instructional positions of these two groups of teachers. Next we examine how turnover rates have evolved since the historic highs of 2022 for all educators in the state, showing how they vary for different types of educators, by experience level, and by instructional position. Finally we provide information about the working environment of teachers with a particular emphasis on new teachers (entrants and transitioners) as well as early career teachers of color. Together, the analyses demonstrate how the Oregon educator workforce is evolving and how educators from different backgrounds are contributing to the community of adults supporting students in Oregon public schools.

1.1 Background

In the U.S., school districts face challenges in staffing their classrooms with qualified teachers that also reflect the diverse backgrounds and experiences of the students they serve. These challenges are largely due to two interrelated factors: a declining supply of new teachers and high rates of teacher turnover, particularly among early career teachers. Communities, policymakers and educators nationwide, including those in Oregon, have been working to combat both.

Schools across the country are currently contending with historic declines in the potential supply of new teachers. The share of students interested in pursuing the teaching profession has dropped to its lowest point in 50 years (Kraft & Lyon, 2024). Enrollment in educator preparation programs has also declined to its lowest point in at least two decades (Sparks, 2025). Supply challenges may be particularly acute for the subject areas that require specialized knowledge or training such as special education and STEM which are the most widespread shortage areas across states (Learning Policy Institute, 2025). Furthermore, because declining interest in teaching is more severe among students of color (Bartanen, Avitabile & Kwok, 2025), and students of color are less likely to enroll in educator preparation programs, these supply trends pose additional barriers to diversifying the educator workforce. In Oregon, there are signs of challenges to the teacher supply with increases over the past three years in the share of teachers who were not prepared by an Oregon educator preparation program (EPP) and even sharper increases in the share of teachers on provisional (emergency or

restricted) licenses (OLDC, 2026).

One strategy to increase the supply and diversity of the educator workforce is to recruit from the pool of individuals working in schools who are not teachers. Non-teaching staff, like paraprofessionals, are a much more racially/ethnically and linguistically diverse group than the teacher workforce (Penner, Liu, & Ainsworth, 2026; Camp, Zamarro, & McGee, 2026; Bisht et al. 2021) and bring their own set of unique skills when they become teachers that help them to be effective with students (Laski, 2024; Bastian et al., 2025). Most states, including Oregon, have established programs to try to get non-teaching staff to transition into teaching positions (Sanderson Edwards & Kraft, 2025), though it is presently unclear how effective such programs are at accomplishing this goal. Notably, school systems are seeing increases in the shares of new teachers that have previous experience as paraprofessionals. In places such as Arkansas, North Carolina, and New York City, approximately 14-17% of new teachers previously worked as paraprofessionals (Camp, Zamarro & McGee, 2026; Bastian et al., 2025; Rodriguez, Wu & Myers, 2026). Although Oregon has established efforts to recruit non-teaching staff, it is unknown how common it is for these employees to make the transition into a teaching role and how this population contributes to the state's teacher supply and workforce diversity.

The other challenge to maintaining an effective and diverse educator workforce is the levels of staff turnover that schools confront. In the previous report, we documented that turnover reached its highest levels in 15 years following the 2022 school year, not just for teachers but all staff working in Oregon public schools. Historic increases in teacher turnover were observed across many states in the wake of the pandemic (Goldhaber & Theobald, 2023; Bastian & Fuller, 2023; Bacher-Hicks, Chi & Orellana, 2023). Thus, as schools are working to support students after the pandemic they are grappling with substantial churn among the adults tasked with providing these supports. Because 90% of the need for new teachers is a result of the number of teachers exiting, turnover is a critical component shaping the composition and effectiveness of the teaching workforce (Learning Policy Institute, 2025). That turnover is increasing at a time when the supply of teachers is declining presents particular challenges to schools. Since the peaks in teacher turnover in 2022, turnover has declined across all states but remains slightly elevated relative to pre-pandemic levels in some states (Barnum, 2026). This raises questions about how turnover trends have evolved in Oregon since the post-pandemic peak, particularly among educators at different experience levels and from different backgrounds.

Given the importance of understanding how both the supply of new educators and levels of educator turnover impact the composition and effectiveness of the workforce, this report is guided by the following questions:

1. How has educator diversity in the state of Oregon changed over time?
 - a. How do different pathways into the profession shape the diversity of the educator workforce?
2. What are the characteristics of teachers that transition from non-teaching to teaching roles?
 - a. How does this differ from traditional teacher entrants who do not have prior non-teaching experience?
3. How has educator turnover in Oregon changed over time?
 - a. How does turnover vary by staff type and teacher demographics?
4. How do newly-hired teachers and their school contexts compare to those of the existing teaching force, and how do these comparisons vary over time?

1.2 Data

We use statewide longitudinal staff data from the Oregon Department of Education (ODE), spanning the 2006-07 to the 2024-25 school years, to gather information on educators' institutional assignments and their personal and professional characteristics. Using ODE student data, we generate school- and district-level measures, providing information about educators' working environments and district contexts. In addition, data from the Teacher Standards and Practices Commission (TSPC) provides information on the endorsements teachers have throughout the panel and their licensure status for the 2023-24 and 2024-25 school years.

Our sample examining educator turnover encompasses all employees in Oregon public schools—including teachers, administrators, paraprofessionals, licensed staff and other support staff (see Appendix A for a list of positions and groups). To further examine teacher turnover patterns by race/ethnicity, position type, and experience level, we restrict our analysis to teachers with school placements and at least 0.5 full-time equivalent (FTE).

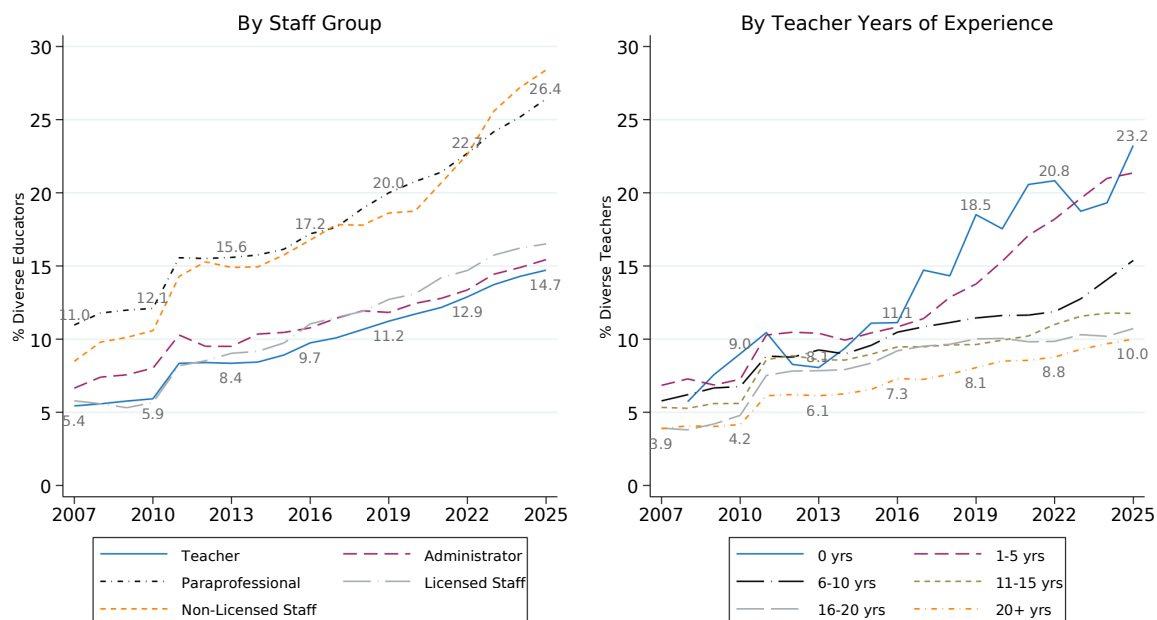
This restriction allows us to focus on teachers who are more fully involved in schools, as opposed to those who may have contracts limiting their time with students. In addition, our newly-hired teacher sample includes the individuals who are hired to work in Oregon public schools for the first time in any of the years between the 2007-08 and 2024-25 school years and who had at least 0.5 FTE.

2. Educator Diversity over Time

First, given Oregon's goals of diversifying their educator workforce, we document how educator diversity has changed over time from 2007 to 2025. Here, diverse means educators that identify as a person of color or who report fluency in a native language other than English. We examine changes in teacher diversity over time by years of experience (0, 1-5, 6-10, 11-15, 16-20, and 20+). Beyond teachers, we also examine changes for all educators in the state including teachers, administrators, licensed staff, paraprofessionals and other non-licensed staff (see Appendix Table 1 for specific job positions within each category).

The left panel of Figure 1 plots the share of diverse educators from 2007 to 2025 separately by staff group. For each staff group, diversity has doubled or tripled since 2007. For example, among paraprofessionals, 11% were diverse educators in 2007 but 26% were in 2025. Teachers also saw large growth in diverse educators (from 5.4% to 14.7%) between 2007 and 2025. Despite these large increases, teachers were the least diverse staff group. Greater shares of both administrators and other licensed staff were diverse educators. Notably though, the gap between administrators and teachers has narrowed over time such that they were nearly even as of 2025 (15.4% versus 14.7%) whereas the gap between licensed staff and teachers has grown from 0 in 2011 to about 2 percentage points in 2025 (16.5% versus 14.7%). There are even larger differences for the licensed staff groups compared to the non-licensed staff. Paraprofessionals and other non-licensed staff are consistently the most diverse staff groups across time. Non-licensed staff have experienced particularly rapid diversification in the past few years, increasing the share of diverse educators by 10 percentage points since 2019 (18% to 28% in 2025). Thus, to the extent that students are likely to encounter diverse educators, it is through non-licensed staff and paraprofessionals, though increasing shares of teachers and other licensed educators identify as educators of color or heritage language speakers.

Figure 1. Percent Diverse Educators across Years by Staff Group and Teacher Experience



Note: Data from ODE staff position file. Diverse refers to educators of color or educators who report having a native language other than English. See Appendix A for list of positions within each of the 5 staff groups. For the teacher experience graph we restrict to teachers with school placements and at least 0.5 FTE.

One important source of diversity is the individuals being newly recruited into teaching compared to more experienced educators. To understand these patterns, we show changes in the share of diverse educators in Oregon from 2007 to 2025 by experience categories for teachers (0, 1-5, 6-10, 11-15, 16-20, and 20+ years) in the right panel of Figure 1. While there have been increases in teacher diversity at all levels, they are most rapid for teachers with 0 years and 1-5 years of experience. For example, between 2016 and 2025, the share of diverse teachers with 0 years of experience grew from 11.1% to 23.2%. There were declines in the diversity of new teachers from 2011 to 2013 following disruptions surrounding the Great Recession and from 2023 to 2024 following the height of teacher turnover increases and other disruptions wrought by the COVID-19 pandemic. However, it is clear that the teacher workforce has been diversifying due to the new educators Oregon has been recruiting into teaching. This raises questions about who these new educators are that are contributing to the diversity of the teacher workforce and what paths they are taking into teaching.

3. Multiple Pathways into Teaching

There are two ways in which the pool of new teachers has been diversifying the teacher workforce in Oregon. The first is through new teachers entering the profession. This group of individuals, who are generally younger than the average Oregon teacher, is also increasingly diversifying over time. The second way in which Oregon's new teacher workforce is diversifying is by recruiting from the pool of diverse educators already working in non-teaching roles in Oregon public schools. We call the former set of teachers **entering teachers** who start teaching without experience working in Oregon public schools will we call the latter **transitioning teachers** because they are transitioning from a non-teaching to a teaching role. As Oregon continues to pursue educator diversity goals, one important source of potential teachers is other employees in Oregon public schools who are serving in other roles. As noted above, this group is more diverse than entering teachers as well as the existing teacher workforce in terms of their racial, ethnic, and/or linguistic diversity, and it potentially has stronger ties to the school community.

Entering teachers are typically recruited after completing a teacher education program while transitioners follow a variety of paths into their teaching positions. Transitioning teachers may also be participants in Grow Your Own and apprenticeship programs aimed at helping individuals with work experience in schools obtain the credentials they need to become a classroom teacher. Such programs are increasing in popularity across the country as interest in entering teaching via other pathways is declining (Sanderson Edwards & Kraft, 2025; Kraft & Lyon, 2024). Oregon has supported a variety of Grow Your Own programs since 2020, but existing public school employees across the state also transition into teaching through other less formalized pathways.

Across Oregon, districts rely on a mix of both entering and transitioning teachers to fill their need for new teachers. On average, about two-thirds of new teachers are entrants and one-third are transitioning teachers. Although the total numbers of entrant and transitioning teachers recruited vary, this relative mix of new teachers is true for many districts across Oregon, including many of the state's largest. While most districts recruited at least some transitioning teachers, just 17 school districts accounted for 51 percent (7827) of all transitioners hired between 2008 and 2025.

Many districts also fill vacancies with experienced teachers moving between Oregon public school districts or coming from private schools in Oregon and schools outside of Oregon. A small number of districts hire relatively few entrants or transitioners because they recruit more heavily from this group of experienced teachers. Districts employ these varied recruitment strategies to find the classroom teachers they need, but teachers from each group are not necessarily equally available to all districts seeking teachers.

3.1 Amount and Diversity of New Teachers by Pathway Over Time

Table 1 displays the number and demographics of entering teachers from the 2007-08 to 2024-25 school years, while Table 2 does so for transitioning teachers. As shown in Table 1, on average about 1,000 teachers begin their teaching careers in Oregon public schools each year without having prior experience as an educator in Oregon or elsewhere. The number of entrants fluctuated substantially over the past 17 years with only 400 teachers entering in 2010 and just under 1,400 teachers entering in the 2022 school year. The fluctuation in entrants is consistent with the economic conditions and subsequent budgetary pressures surrounding the Great Recession. Entrant hiring dropped by over half going into the 2010 school year and remained well below 1,000 each year until 2014 when budgets and hiring began to recover. The number of entrants also increased after the pandemic, jumping to around 1,400 in both 2022 and 2023 before declining to around 800 in both 2024 and 2025. Throughout the period the median age has consistently been 27 or 28. The share of female teachers has been 70% on average, ranging between 65% and 75%. Notably, however, over this time period there has been a clear trend towards increasing racial/ethnic and linguistic diversity. The share of diverse educators has more than doubled over the past decade from about 11% in 2015 to 23% in 2025. There have also been notable increases in the share of educators that are heritage speakers of languages other than English with about 1 in 20 educators now reporting this type of linguistic diversity.

Table 2 includes analogous information for transitioning teachers. The results in Table 2 demonstrate how the transitioning teacher workforce has been a major source of new teachers for Oregon and a large contributor to increasing diversity. Transitioning teachers comprise a growing share of new teachers in Oregon. There was a 90% increase in the number of non-teaching

Table 1. Entering Teacher Demographics in Oregon from 2008-2025

Year	Number of entering teachers	Median age	% Female	% People of Color	% Native language other than English	% Diverse educator
2008	1,593	28	71.2%	5.5%		5.5%
2009	1,089	27	69.8%	7.3%		7.3%
2010	401	28	65.8%	7.7%		7.7%
2011	689	28	70.2%	10.4%		10.4%
2012	508	28	68.7%	8.3%		8.3%
2013	546	28	70.0%	8.1%		8.1%
2014	885	28	72.8%	9.4%		9.4%
2015	1,154	28	72.2%	11.0%	1.2%	11.1%
2016	1,168	28	75.3%	10.4%	3.1%	11.1%
2017	1,033	27	73.3%	13.6%	4.5%	14.7%
2018	991	28	74.6%	13.8%	4.4%	14.3%
2019	1,032	27	70.3%	17.9%	4.5%	18.5%
2020	912	27	72.3%	16.1%	6.6%	17.5%
2021	807	26	72.2%	20.1%	6.3%	20.6%
2022	1,378	27	68.4%	20.5%	4.4%	20.8%
2023	1,270	27	69.2%	18.4%	5.0%	18.7%
2024	849	28	66.8%	18.6%	4.2%	19.3%
2025	706	27	67.6%	22.5%	5.4%	23.2%

Note: Data from ODE staff position file for teachers with 0 experience and at least 0.5 FTE who has not been observed working in Oregon public schools previously. “Diverse educator” refers to a teacher that either identifies as a person of color or that reports having a native language other than English.

staff transitioning to teaching between 2008 and 2025 (271 to 514). Prior to 2014 there were, on average, 250 new teachers transitioning from a non-teaching role each year. Starting in 2014 this number started to increase, growing to over 400 teachers over the next several years. This growth has remained consistent through the COVID-19 pandemic in 2020 and 2021, with 542 and 444 transitioners, respectively. The number of transitioning teachers peaked in 2022 and 2023 with around 800 transitioners in those years, indicating post-COVID needs that were filled through emergency teaching licensing provisions. Since 2022, this trend appears to be declining, likely indicating a return to more regular transition patterns after the post-COVID surge. Even afterwards, however, there were still over 500 transitioners in both 2024 and 2025. Together, these trends demonstrate how transitioning teachers have become an increasingly important part of Oregon’s teacher supply.

Compared to the newly entering teachers, the transitioning teachers are

a demographically different pool of educators. On average, they are older, with a median age of about 35, and more likely to be female, with about 75% identifying as female on average. Transitioning teachers are also more racially/ethnically and linguistically diverse than traditional entrants. The proportion of transitioners identifying as racially, ethnically, and/or linguistically diverse has risen over the years. In 2008, 13 percent of transitioners were diverse (35 out of 271). Since 2017, over 1 in 5 transitioning teachers have been diverse educators, increasing to 23 percent in 2025 (116 out of 514). Notably, the number of transitioners identifying as Hispanic has grown more than fourfold since 2008, rising from 17 to 73 by 2025. Transitioners also have higher rates of being heritage speakers of languages other than English with about 7-10% of transitioners reporting this type of linguistic diversity in recent years compared to 4-6% for entrants.

Table 2. Transitioning Teacher Demographics in Oregon from 2008-2025

Year	Number of transitioning teachers	Median age	% Female	% People of Color	% Native language other than English	% Diverse educator
2008	271	41	76.4%	10.0%		10.0%
2009	324	37	74.4%	10.8%		10.8%
2010	253	40	74.7%	8.3%		8.3%
2011	256	35	78.1%	11.7%		11.7%
2012	205	34	74.1%	13.7%		13.7%
2013	259	35	76.4%	10.8%		10.8%
2014	362	34	71.3%	11.9%		11.9%
2015	427	33	70.5%	10.3%	2.6%	10.8%
2016	395	34	74.9%	18.0%	4.6%	18.7%
2017	408	33	74.3%	20.3%	8.3%	21.1%
2018	435	34	70.8%	22.8%	6.7%	23.0%
2019	496	33	70.8%	22.0%	8.9%	22.8%
2020	542	32	72.0%	20.8%	10.3%	21.8%
2021	444	33	75.5%	21.2%	8.8%	22.1%
2022	813	35	71.5%	22.8%	8.9%	23.1%
2023	789	35	73.8%	26.0%	10.5%	26.6%
2024	634	35	75.7%	25.1%	7.7%	25.6%
2025	514	36	74.1%	22.0%	7.2%	22.6%

Note: Data from ODE staff position file for teachers that are observed moving into a teaching position for the first time after having worked in a non-teaching role previously and works as a teacher for at least 0.5 FTE. “Diverse educator” refers to a teacher that either identifies as a person of color or that reports having a native language other than English.

Overall, we document that Oregon’s teacher workforce has been diversifying due to recruiting new entrants who are from younger and more diverse cohorts as well as by increasingly tapping into the diverse pool of non-teaching staff in the state.

3.2 Sources of Transitioning Teachers

Transitioning teachers held a diverse set of positions prior to becoming a classroom teacher (e.g., non-licensed staff, paraprofessionals, and staff licensed for other roles, such as librarians and counselors). In Table 3 below, we examine the various non-teaching staff roles transitioning teachers held prior to their classroom positions and how that has changed from 2008 through 2025.

Table 3. Number of Yearly Transitioners and Their Previous Roles

Year	Administrators			Paraprofessionals		Staff				Total
	School-Level	Special Education	Top District-Level	General Education	Special Education	General Education Licensed	Special Education Licensed	Special Education Support	Support Staff	
2008	12	1	0	58	56	88	13	7	36	271
2009	11	1	0	74	92	90	5	6	45	324
2010	8	1	0	64	64	75	9	2	30	253
2011	6	0	1	81	87	39	3	1	38	256
2012	3	0	0	45	58	49	7	2	41	205
2013	3	0	1	60	72	52	3	5	63	259
2014	3	0	0	109	123	31	3	3	90	362
2015	2	0	0	124	125	35	4	5	132	427
2016	2	1	2	109	142	35	7	6	91	395
2017	3	0	0	131	114	33	4	9	114	408
2018	3	0	0	137	127	39	6	20	103	435
2019	4	0	0	144	176	20	5	22	125	496
2020	1	1	0	138	181	27	3	2	189	542
2021	1	0	0	138	157	28	0	0	120	444
2022	0	0	0	261	298	57	3	6	188	813
2023	1	0	0	278	275	45	5	8	177	789
2024	5	1	0	232	195	36	2	6	157	634
2025	0	0	0	147	170	53	5	4	135	514
Total	68	6	4	2,330	2,512	832	87	114	1,874	7,827

Note: A transitioner is defined as anyone who started working in Oregon in a non-teaching role but subsequently moved to a teaching role (≥ 0.5 FTE) in a public school. The table captures the first such instance of transitioning.

We find that 87% of the transitioners move into teaching positions from *non-licensed* paraprofessional and support staff roles each year. This includes 2,330 general education paraprofessionals, 2,512 special education paraprofessionals, 1,874 support staff, and 114 special education staff during 2008-2025 (See Table 3). We further observe that 35% of total transitioners are moving into teaching from *special education* roles, including SpEd

paraprofessionals (2,512), SpEd support staff (114), licensed SpEd staff (87), and SpEd administrators (6).

3.3 Subject Area Endorsements

Transitioning teachers hold varied levels of licensure and subject area expertise across school levels. Table 4 summarizes the license, endorsement, and special education status of transitioners by school levels. Of the 7827 total transitioners between 2008 and 2025, more than half (n=4307; 55%) transitioned into teaching positions in primary schools, compared with 1352 (17%) in middle school and 1728 (22%) in high schools.

Table 4. Endorsement Share for Transitioners by School Level (2008-2025)

	Primary	Middle	High
All Transitioning Teachers	4,307	1,352	1,728
Math or Science endorsement	2.7%	20.7%	19.8%
SS endorsement	1.4%	13.9%	12.6%
ELA endorsement	2.1%	14.8%	14.2%
CTE endorsement	0.1%	0.9%	7.3%
Bilingual/TESOL endorsement	12.0%	8.7%	7.1%
Reading intervention endorsement	3.2%	1.6%	0.9%
Transitioners as Special Ed Teachers	872 (20.2%)	400 (29.6%)	422 (24.4%)
w/ Special Ed Endorsement	668	308	322

Looking at endorsements in Table 4, subject-area endorsements in math, science, social studies, and ELA were more common among transitioners at the secondary level, while this pattern reversed for bilingual/TESOL and reading intervention endorsements, which were held by a slightly higher proportion of primary school transitioners. Notably, a higher proportion of high-school transitioners also held CTE endorsements at the time of transition. Despite these patterns, the prevalence of endorsements in these high-need areas remained relatively limited, with the highest shares reaching approximately 20% for math or science among secondary-level transitioners.

Moreover, about 20-30% of transitioners entered special education teaching roles, with the highest share among middle-school transitioners

(29.6%). Among these special education transitioners, many held a special education endorsement: 76.6% in primary schools (668/872), 77.0% in middle schools (308/400), and 76.3% in high schools (322/422). Overall, while special education endorsement rates were consistent across school levels, preliminary licensure was less common among special education transitioners, particularly at secondary level, at the time of transition.

Table 5 compares the endorsement subject areas of transitioners to entrants and highlights some distinct patterns between the two groups. The results in Table 5 demonstrate the some changes in the relative fraction of entrant and transitioning teachers that hold endorsements in several key shortage subject areas. While the overall proportions fluctuate, it is notable that the general patterns between the two groups hold. In general, a larger proportion of entrant teachers than transitioning teachers hold STEM endorsements across all years, while the reverse is true among new Special Education teachers. This suggests somewhat distinctive hiring pathways have emerged for growing the STEM educator workforce as compared to the Special Education educator workforce. The new Bilingual/ESOL workforce is also drawn from a larger proportion of the entrant teachers than the transitioning teachers, although the relative share of both groups has declined over time.

Table 5. Endorsement Areas for Entering and Transitioning Teachers (2016-2025)

Year	STEM		SpEd		Bilingual/ESOL		Number	
	Entrant	Transitioning	Entrant	Transitioning	Entrant	Transitioning	Entrant	Transitioning
2016	21.1%	11.2%	8.4%	23.1%	21.5%	12.7%	1168	395
2017	22.4%	14.5%	6.7%	18.4%	20.0%	12.3%	1033	408
2018	21.8%	11.6%	7.4%	22.1%	19.8%	13.0%	991	435
2019	23.8%	13.4%	7.8%	26.1%	18.5%	11.7%	1032	496
2020	12.4%	6.2%	3.6%	13.7%	7.0%	4.7%	912	542
2021	10.2%	6.6%	5.5%	16.4%	9.4%	3.0%	807	444
2022	15.9%	9.8%	5.5%	16.3%	12.6%	5.9%	1378	813
2023	17.4%	8.0%	5.1%	16.2%	11.0%	5.9%	1270	789
2024	22.4%	10.6%	8.2%	21.1%	13.5%	8.0%	849	634
2025	20.0%	13.3%	7.7%	20.9%	12.8%	7.0%	706	514

Note. Table displays endorsement areas for specific high needs areas among transitioning and entering teachers as defined above. STEM refers to science or mathematics endorsements, SpEd refers to special education, and ESOL refers to English for Speakers of Other Languages. Endorsements are not mutually exclusive as teachers can receive multiple endorsements.

Overall, the findings demonstrate that Oregon's teacher workforce is diversifying through two complementary pathways: the recruitment of younger, more diverse entrants into the workforce and, increasingly, the transition of existing public school staff and paraprofessionals into teaching roles. Transitioning teachers have become a substantial and growing source of new teachers, increasing from roughly 250 annually before 2014 to more than 500 in recent years, and they represent a more racially, ethnically, and linguistically diverse pool than traditional entrants.

Most transitioners move into teaching from paraprofessional and support staff roles, with a particularly large share coming from special education positions and entering teaching at the primary school level. This suggests that internal hiring and alternative licensure pathways may be especially important for addressing persistent staffing needs in special education and at the primary level. The two pathways also differ in their areas of preparation: entrants are generally more likely than transitioners to hold STEM and bilingual/TESOL endorsements, while transitioners are more strongly represented among new special education teachers. Thus, while transition pathways may offer an important strategy for expanding and diversifying the teacher workforce, their potential to address shortages may vary across subject areas and school levels.

Taken together, these findings underscore the importance of understanding not only how Oregon recruits, diversifies, and prepares teachers through different pathways, but also what happens after teachers and other public school employees enter the workforce - including whether they remain in public schools and in teaching or leave, which we examine in the next section.

4. Turnover in the Educator Workforce

While we show that Oregon has been able to recruit a diverse set of new teachers, partly by relying on educators transitioning from non-teaching to teaching roles, the increases in new educators indicate greater demand for teachers. This could be due to schools increasing the size of the workforce to serve more students or to lower student-to-teacher ratios. It could also be that more teachers are leaving, requiring more educators to replace them. Indeed, nationally about two-thirds of demand for new teachers is driven by teachers exiting before retirement (Sutcher, Darling-Hammond, & Carver-

Thomas, 2016). In our previous report we documented historic increases in turnover following the 2022 school year. In this section, we update our previous findings to provide information on the stability of the educator workforce.

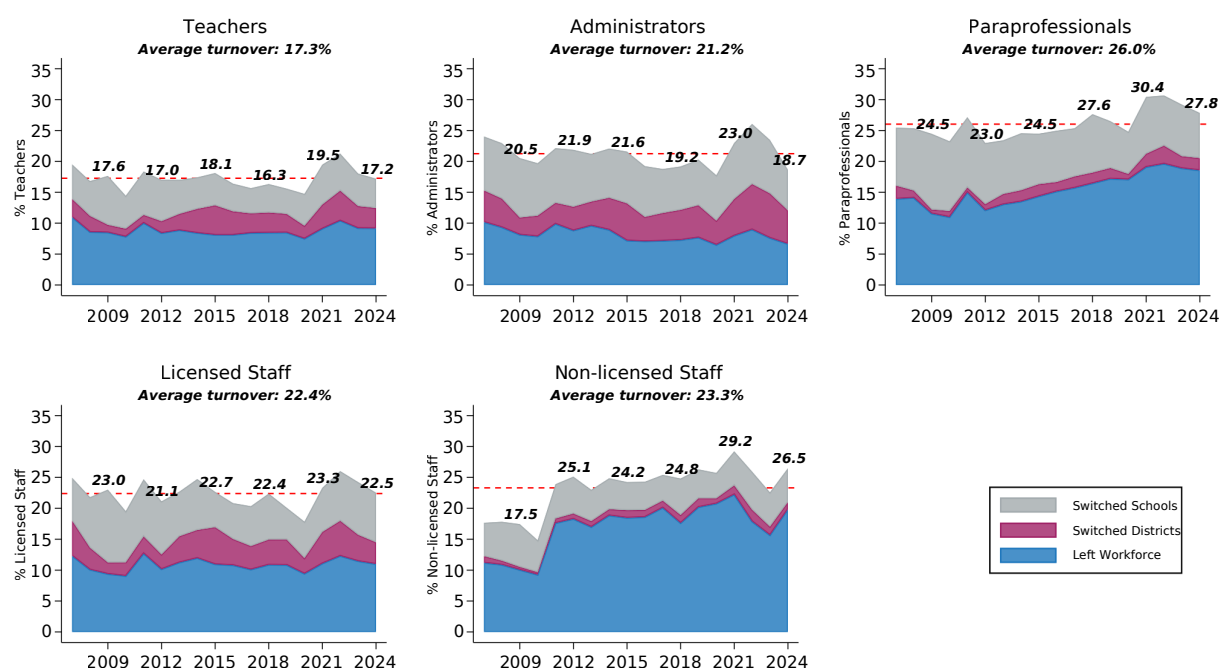
We examine turnover patterns for all educators in the state of Oregon over the past 17 years through the 2023-24 school year, providing an update to what has happened to turnover since the pandemic-era historic highs. Turnover comprises three categories based on year-to-year school assignments: (1) “Switched schools,” where educators moved to another school within the same district; (2) “Switched districts,” where educators relocated to a different district within the state; and (3) “Left workforce,” where educators exited the state public education system entirely.

4.1 Teacher, Administrator, Paraprofessional, and Staff Turnover

Our sample examining educator turnover encompasses all employees in Oregon public schools—including teachers, administrators, paraprofessionals, licensed staff and other support staff from the 2006-07 to the 2023-24 school years. As shown in Figure 2, before the COVID-19 pandemic, turnover rates were relatively stable with the exception of paraprofessionals who have had escalating turnover rates since about 2012. However, after a slight decrease in the 2019-20 school year, turnover for all groups surged significantly in the subsequent years. By the 2021-22 school year, turnover reached historic highs for all educators, though it reached its peak for non-licensed staff in 2020-21.

After this peak, turnover subsequently declined in the 2022-23 and 2023-24 school years. Among teachers, administrators, and licensed staff, turnover declined after the 2022 peak to be in line with historical averages. For teachers, total turnover in 2023 and 2024 declined to about 17% which is higher than what it was between 2016 and 2019 but similar to what it was from 2011 to 2015. Notably though, while teacher rates of exiting are lower than their peak of 10.4% in 2022, they were higher at 9.2% in 2023 and 2024 than any point since 2011 during major layoffs surrounding the Great Recession. For administrators, on the other hand, their rates of exiting Oregon public schools declined to 6.7% which was the lowest rate in 17 years other than the 2020 school year.

Figure 2. Educator Turnover in Oregon, 2006/07 - 2023/24



Note: Data from the ODE staff position file for all employees in Oregon public schools. The red horizontal line presents the average annual turnover rate for each group and is printed below the group label.

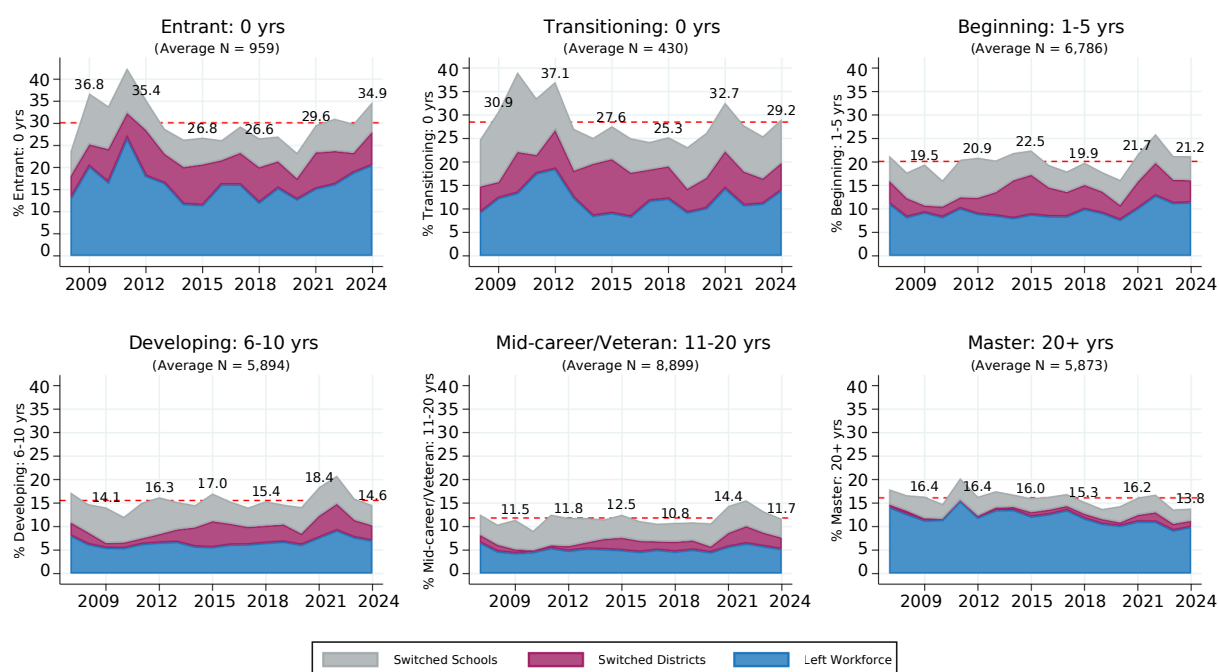
Comparatively, teachers are the most stable group, with an average annual turnover rate of 17.3%. In contrast, administrators, paraprofessionals, and licensed staff and non-licensed staff show higher turnover rates: 21.2%, 26.0%, 22.4% and 23.3% respectively. Different educator groups exhibit distinct patterns of turnover: teachers and administrators have higher rates of switching between schools and districts, whereas paraprofessionals and other support staff are more likely to leave the Oregon public school system entirely. As mentioned, while turnover rates declined to be in line with historic averages for the licensed staff groups, this was not the case for paraprofessionals and non-licensed staff. Paraprofessionals have had escalating turnover since 2012 driven by steadily increasing rates of exiting employment in Oregon public schools. These exit patterns reached their peak in 2022 with 19.6% of paraprofessionals exiting that year. Since then, however, the rates of exiting have not meaningfully declined and remain at over 18% in 2023 and 2024. Non-licensed staff follow a different pattern but still have elevated turnover. Their turnover peaked in 2021 at 29.2%. Turnover declined in 2022 and 2023 but increased again in 2024 such that 2024 was the second highest year for turnover after 2022. Together, these results paint

a mixed picture where turnover has largely returned to typical patterns among licensed staff groups but has remained elevated for non-licensed staff groups.

4.2 Teacher Turnover by Experience Level, Race/Ethnicity and Position Type

Next, we restrict our sample to teachers with school placements and at least 0.5 FTE, exploring how turnover rates vary among teachers based on experience level (including entrant and transitioners), race/ethnicity, and type of position (general education versus special education).

Figure 3. Teacher Turnover by Experience Level, 2006/07 - 2023/24



Note: Data from the ODE staff position file for teachers with at least 0.5 FTE. The red horizontal line presents the average turnover across all years. The average annual total numbers of employed teachers for each group are shown in parentheses. Entrant refers to new teachers without prior experience working in Oregon public schools whereas transitioning refers to those with prior experience in a non-teaching position.

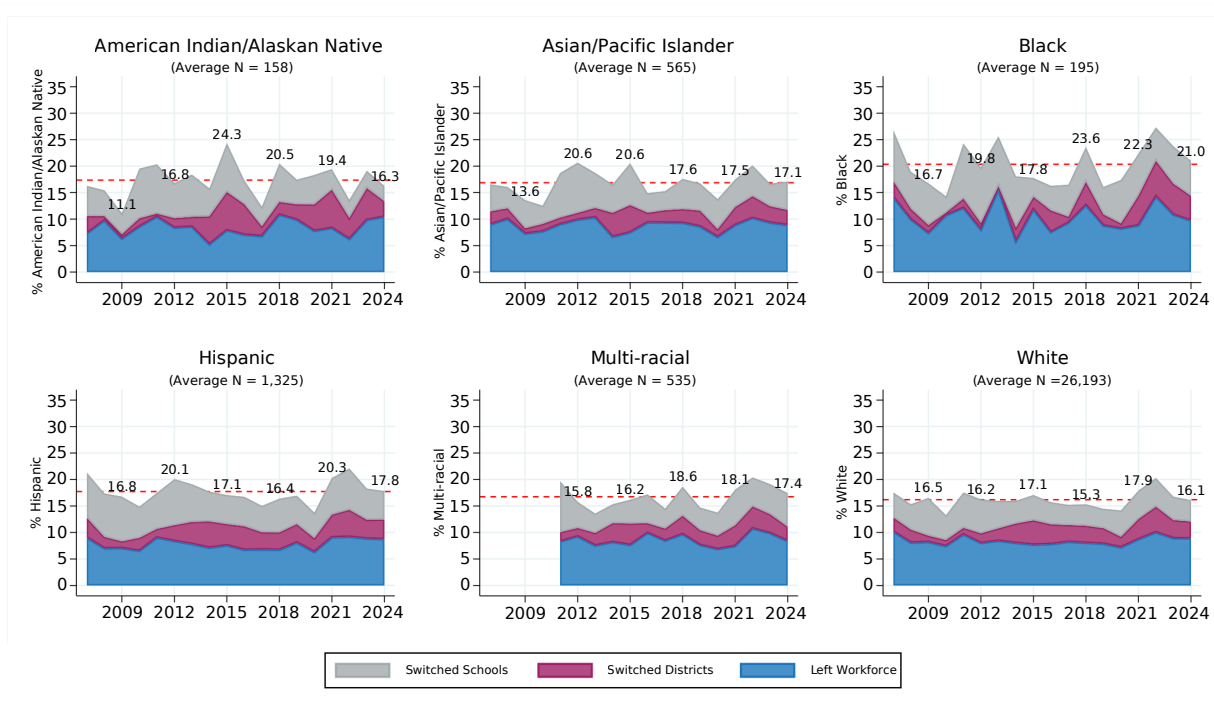
Figure 3 presents teacher turnover rates across various experience levels and separately for entrants and transitioners at the 0 experience level. Turnover rates are highest among entering and transitioning teachers with zero years of experience, averaging 30% and 28.5% respectively. Turnover rates decline at each subsequent experience band before increasing for

teachers with 20+ years of experience mostly due to increases in exiting. After the COVID-19 pandemic, all teacher groups experienced increases in turnover. For all groups of teachers except transitioners and entrants, turnover peaked following the 2022 school year and has come down since then. Thus, the overall trends documented in Figure 2 are driven by more experienced educators.

The patterns diverge for less experienced teachers. For entrants, their turnover increased in 2021 and 2022. Turnover then continued to increase such that in the 2024 school year it reached a recent high of 34.9% for entrants. Among transitioning teachers, turnover increased sharply in 2021 to 32.7% before declining somewhat in 2022 and 2023 before climbing again in 2024 to 29.2%. However, these turnover rates among entrants and transitioners are still lower than they were surrounding the Great Recession where turnover reached as high as 40% among these new educators. Notably, for beginning teachers (1-5 years experience), even though their overall turnover receded to pre-pandemic levels, rates of exiting Oregon public schools remain higher than they were prior to the pandemic. Thus, while teacher turnover has largely stabilized to pre-pandemic levels, there are indications that challenges persist for Oregon's early career educators.

Figure 4 presents teacher turnover rates across different racial/ethnic groups. Among these groups, White teachers generally show the lowest turnover rates compared to teachers of color, though not consistently every year. This could be due to several different factors, including differences in the experience distribution across groups and school assignments (discussed more below). With the exception of American Indian/Alaskan Native teachers, teachers across all racial/ethnic groups had similar trajectories surrounding the pandemic. Teacher turnover began to increase in 2021 and reached a peak in 2022. These peaks differed across the groups with turnover being highest among Black and Hispanic teachers (27.3% and 22.1% respectively) and lowest among Multi-racial, White, and Asian/Pacific Islander teachers (20.4%, 20.3% and 20.1% respectively). After these historic increases, turnover declined among all groups. It declined the most for White and Black teachers and somewhat less for Asian/Pacific Islander and Multi-racial teachers. By 2024, White teachers had the lowest turnover rates at 16.1% followed closely by American Indian/Alaskan Native teachers at 16.3%. Black teachers had the highest turnover rates at 21.0% with Hispanic, Asian/Pacific Islander and Multi-racial teachers landing in between with turnover rates of about 17%.

Figure 4. Teacher Turnover by Race/Ethnicity, 2006/07 - 2023/24



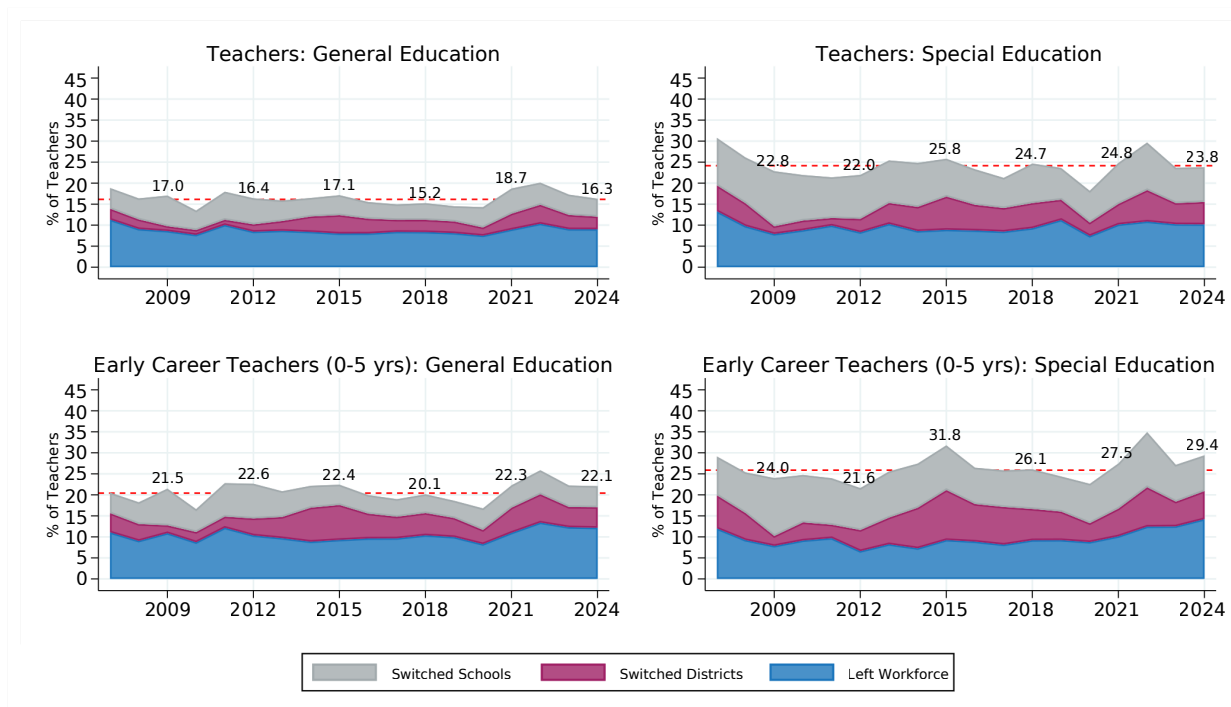
Note: Data from the ODE staff position file for teachers with at least 0.5 FTE.. The red horizontal line presents the average turnover across all years. The average annual total numbers of employed teachers for each group are shown in parentheses. Data for multi-racial teachers prior to 2011 are unavailable.

Figure 5 presents average annual turnover rates for teachers by whether they work in general education or special education positions. This includes teachers at all grade levels and subject types but is again restricted to teachers with a school assignment (as opposed to a district assignment) and at least 0.5 FTE. Results are shown for all teachers in the top two panels as well as for early career teachers in the bottom two panels where early career is defined as teachers with 0 to 5 years of experience, including both entrants and transitioners. These groups are combined to ensure a sufficient sample size for analyses focusing on special education teachers. Figure 5 displays two trends clearly. The first is that novices, regardless of position type, have higher turnover rates than their experienced colleagues, as has been displayed previously in Figure 3. For example in 2024 turnover among all general education teachers was 16.3% but among early career teachers it was nearly 6 percentage points higher at 22.1%.

The second trend is that, regardless of experience, special education teachers had higher turnover than general education teachers. Among all special education teachers, 23.8% of them turned over following the 2024

school year which was 7.5 percentage points higher than it was among general education teachers. Early career special education teachers have even higher turnover rates compared to all other groups with 29.4% of them turning over, about 7 percentage points higher than early career general education teachers. The differences between general and special education teachers is not due to differential exit rates; these rates are similar among all teachers and actually slightly lower for early career special education teachers compared to early career general education teachers. The differences are driven almost exclusively by special education teachers being much more likely to switch schools or districts. Exit, however, is an increasingly common outcome for all early career teachers. For both general education and special education early career teachers, the three highest years for exit across 2007-2024 were the three most recent years of 2022, 2023 and 2024 ranging from 12.2% to 14.3%. This suggests, again, that ongoing retention challenges may confront early career educators in particular regardless of position type.

Figure 5. Teacher Turnover for General and Special Education



Note. Data from the ODE staff position file for teachers with at least 0.5 FTE. The red horizontal line presents the average turnover across all years. Early career refers to teachers with between 0-5 years of experience, thus including the entrant, transitioning and beginning teachers from previous figures.

4.3 Turnover among Entrants and Transitioners

Despite the hope that transitioners' closer connections to their school communities might serve as a method for increasing their retention at that school site, the overall turnover rates of transitioners and entrants at the school level are broadly similar. However, the patterns of movement as they depart their initial schools differ in important ways.

Table 6 displays the rates of the various types of turnover for transitioners and entrants 1, 2, and 3 years after beginning their position. Within one year, 27.7% of transitioners had left their initial school, compared to 29.4% of entrants. School exit levels escalate substantially, with roughly an additional 10% departing their initial schools, each year. However, the gap in total turnover remains relatively small over three years (49.2% vs. 52%), suggesting that transitioners have only minimally lower overall turnover than entrants. It is also important to note that transitioners and entrants alike may not have control over their departure from a specific school site as they are likely to be among the first to be dismissed in times of budget shortfalls.

Table 6. Average 1- to 3-Year Turnover Rates (2008-2024)

		% Total Turnover (Exited School)	% Moved Schools within District	% Moved Districts within OR	% Exited OR
1-Year Turnover	Transitioners	27.7%	9.2%	6.9%	11.6%
	Entrants	29.4%	6.7%	6.6%	16.0%
2-Year Turnover	Transitioners	39.8%	12.6%	11.3%	15.9%
	Entrants	42.7%	9.4%	11.0%	22.3%
3-Year Turnover	Transitioners	49.2%	14.6%	13.9%	20.7%
	Entrants	52.0%	10.7%	14.4%	26.9%

The more notable difference is where transitioners go when they leave. Across the one- to three-year period, transitioners were more likely than entrants to move to another school within the same district (9.2% vs. 6.7% at one year; 14.6% vs. 10.7% at three years) and less likely to leave Oregon public school system altogether (11.6% vs. 16.0% at one year; 20.7% vs. 26.9% at three years). This suggests that although transitioners leave their initial

schools at a rate similar to that of entrants, they demonstrate better overall retention within the state's public school system than new entrants.

Table 7 disentangles transitioner and entrant mobility further by also examining movements out of teaching and (back) into non-teaching roles. These results further underscore the distinction between transitioners, highlighting their differing rates of movement between teaching and non-teaching roles.

Table 7. Average 1- to 3-Year Turnover Rates to Non-Teaching Position (2008-2024)

		Stayed in teaching	Stayed in teaching	Moved to non- teaching	Exit OR public schools
		--	--	--	
		Same school	Moved school or district	Same or diff school/district	
1-Year Turnover	Transitioners	67.9%	14.9%	5.6%	11.6%
	Entrants	69.0%	13.6%	1.4%	16.0%
2-Year Turnover	Transitioners	55.7%	21.5%	6.9%	15.9%
	Entrants	55.7%	20.2%	1.9%	22.3%
3-Year Turnover	Transitioners	46.8%	25.0%	7.5%	20.7%
	Entrants	46.7%	24.1%	2.2%	26.9%

Transitioners and entrants had nearly identical rates of remaining in teaching in the same school across all three years, as well as moving schools or districts. However, transitioners were substantially more likely to move back into non-teaching roles within the public school system. Within one year, 5.6% of transitioners moved into non-teaching roles, compared with only 1.4% of entrants. This gap persists and widens over time. By the third year, 7.5% transitioners had moved back into non-teaching positions, compared with 2.2% of entrants. Conversely, entrants were more likely to leave Oregon public school systems altogether (20.7% vs. 26.9% by year 3).

Taken together, these patterns suggest that transitioners are more likely than entrants to move between teaching and non-teaching roles, perhaps filling open roles or needs more fluidly, within public schools, whereas entrants are more likely to leave public schools entirely when they leave their initial teaching position.

5. School and District Contexts of Teachers

Given that entering and transitioning teachers are contributing substantially to the state's diversity goals, but at the same time have high turnover rates that have continued to escalate since the onset of the pandemic, questions arise about the characteristics of the schools in which they begin their teaching careers. In our prior report, we showed that when teachers enter teaching, they often are placed in schools with more staff instability, fewer experienced colleagues, and more students with potentially greater support needs. We update these analyses to see whether these patterns hold in the 2023-24 and 2024-25 school years and whether they operate similarly for entering versus transitioning teachers. Because we document important differences in school characteristics such as the share of novice (0-3 years), experienced (10+ years), and provisionally licensed (emergency/restricted) teachers, we further document how these specific characteristics vary across school districts.

5.1 School contexts of teachers by experience level and race/ethnicity

To understand the experiences of new teachers in Oregon, we report the average characteristics of the teachers and the schools that they work in, categorized by experience level, from entrants and transitioners (0 years) to master teachers (over 20 years) for the 2023-24 and 2024-25 school years. As seen in Table 8, both entering and transitioning teachers are more than twice as likely to identify as people of color or to report a native language other than English compared to their more experienced colleagues. They also, however, are substantially more likely to be on provisional licenses with half of transitioning teachers and a third of entering teachers having these licenses. As discussed previously, transitioning teachers are much more likely to work in special education with 23.4% of them working as special education teachers. Table 8 shows that this is true not just compared to entering teachers but to all experience levels. Both entering and transitioning teachers are more likely to work in rural schools, schools on four-day school weeks and charter schools.

Table 8. Characteristics of Teachers and Their Schools by Experience Level (2024-2025)

	0 Transitioning	0 Entrant	1-5 Beginning	6-10 Developing	11-15 Mid-career	15-20 Veteran	20+ Master
Teacher characteristics							
% Female	75.0%	67.1%	71.3%	71.8%	72.1%	70.2%	66.5%
% People of color	23.7%	20.4%	20.6%	14.0%	11.0%	9.8%	6.3%
% Non-English native language	7.5%	4.8%	6.5%	4.1%	3.4%	2.6%	1.0%
Median age	36	27	33	38	43	47	54
% Has advanced degree	36.9%	41.5%	58.8%	79.2%	85.6%	87.8%	59.6%
% Preliminary license	44.9%	61.3%	80.8%	64.3%	31.1%	11.0%	4.2%
% Provisional license	50.5%	33.0%	14.8%	2.3%	1.6%	1.4%	0.8%
% Special education teacher	23.4%	8.1%	11.4%	10.7%	9.2%	8.6%	7.4%
Salary	\$48,477	\$47,793	\$57,456	\$69,693	\$80,823	\$88,095	\$89,366
% 1-year turnover rate	29.2%	34.9%	21.1%	14.6%	13.4%	10.1%	13.8%
School characteristics							
% Elementary school	61.4%	51.5%	53.8%	54.5%	53.3%	51.9%	49.7%
% Rural	20.7%	24.0%	20.2%	18.6%	18.2%	17.6%	18.0%
% Four-day week	10.2%	11.4%	11.1%	9.3%	9.9%	7.6%	8.5%
% Charter school	9.4%	8.4%	7.4%	7.4%	8.1%	5.4%	3.9%
Student characteristics at school							
Enrollment	538	582	619	668	712	714	710
Student-teacher ratio	16.7	16.9	17.3	17.7	18.0	18.1	17.9
% Students of color	43.9%	43.1%	44.4%	43.0%	41.4%	42.0%	42.2%
% Direct certified for FRPL	39.7%	37.0%	37.3%	35.1%	33.2%	32.6%	33.0%
% Special education	17.4%	16.6%	16.7%	16.5%	16.2%	16.0%	16.1%
% Gifted	4.8%	5.0%	5.4%	6.3%	7.1%	7.0%	7.0%
% Ever suspended or expelled	7.4%	8.3%	7.5%	6.8%	6.4%	6.5%	6.7%
Average achievement (SD)	-0.13	-0.10	-0.09	-0.03	0.03	0.03	0.02
Staff characteristics at school							
% Had a new principal	25.4%	25.1%	22.0%	22.7%	22.3%	22.3%	21.3%
% Teacher turnover rate at school	19.2%	18.6%	18.3%	16.8%	16.4%	16.2%	16.2%
Average years teacher experience	10.8	10.6	11.2	12.0	12.7	13.1	13.6
% Novice teachers (<=3 years)	25.2%	25.9%	20.5%	15.9%	14.5%	14.1%	14.0%
% Experienced teachers (>10 years)	46.8%	46.0%	48.2%	52.5%	58.7%	59.6%	60.0%
% Provisionally licensed teachers	10.3%	9.9%	8.2%	6.3%	5.6%	5.5%	5.7%
% Teachers of color at school	15.6%	14.0%	14.9%	14.3%	13.8%	13.1%	12.9%
Number of total teachers across years	1,148	1,555	14,979	11,710	8,548	9,462	12,814

Note: Data from ODE staff position file combined with information from student data files. Only teachers with 0.5 or above FTE are included. Cells report the average of a specific characteristic for each experience level across 2023-24 to 2024-25. Provisional license refers to emergency or restricted teaching licenses. Academic achievement is the average standardized score from ELA and Math state tests, thus capturing only tested grades and subjects in a school. Data for turnover are only available for 2024.

The previous report using data from 2008-2023 showed inequities in experienced-based patterns of teacher assignment to schools where teachers appeared to systematically sort away from schools serving more historically marginalized student populations as they gained experience.

These patterns, displayed in Table 8, are mostly the same for the 2024 and 2025 school years. For example, the schools where entering and transitioning teachers work have 37.0% and 39.7% of students directly certified for free-or-reduced price lunch, an indicator of family poverty, compared to just 33.0% of students in the average school where teachers with 20+ years of experience work. There is also a gradient in terms of the share of gifted students with new teachers working in schools where 5% of students are identified for gifted services compared to 7% for the most experienced teachers. The magnitudes of both of these differences are similar in 2024 and 2025 as they were in 2008-2023. There are, however, somewhat larger experience-based differences for teachers in the standardized achievement in math and ELA of their students. For entering and transitioning teachers, their students achieve 0.10 and 0.13 standard deviations below the average for Oregon while for more experienced teachers their students achieve 0.03 standard deviations on average. This difference in student achievement of about 0.15 standard deviations is sizeable and roughly equivalent to 6 percentile points (i.e., student achievement being at the 50th percentile versus the 44th percentile). This is also roughly equivalent to one-fourth the size of the difference in achievement between economically disadvantaged and not economically disadvantaged students (~0.6 standard deviations) on average. Thus, the magnitude of this difference in average school achievement levels between these early career teachers and their experienced peers is nontrivial and may have important implications for instructional demands and student support needs.

The experience-based patterns in staff characteristics are also similar in size and direction to the ones we documented from 2008 to 2023. Entering and transitioning teachers work in schools with higher levels of staff churn (more teacher turnover and new principals) and more inexperienced colleagues (measured by number of years teaching). For example, there are nearly twice as many novice teachers with 3 years of experience or less (25%) in the schools where entrants and transitioners teach compared to the schools where master teachers work (14%). The reverse is true for share of experienced colleagues with entrants and transitioners working in schools where about 46% of their peers have more than 10 years of experience compared to 60% of master teachers. Entrants and transitioners also work in schools with about twice as many provisionally licensed teachers compared to more experienced teachers (10% versus 5%). Thus, entering and transitioning teachers continue to be disproportionately placed into schools where students may most be in need of additional support but, at the same

time, have fewer experienced colleagues who might serve as mentors.

Table 9. Characteristics of the Early Career (0-5 years) Teachers and Schools They Work in by Race/Ethnicity (2024-2025)

	AIAN	AAPI	Black	Hispanic/ Latine	Multi- Racial	White
Teacher characteristics						
% Female	69.6%	75.9%	50.4%	71.5%	69.1%	71.3%
% Non-English native language	0.0%	20.5%	4.6%	38.7%	5.2%	0.7%
Median age	31	32	35	30	32	33
% Has advanced degree	55.7%	67.1%	51.3%	45.4%	62.6%	57.0%
% Preliminary license	77.7%	83.1%	61.1%	74.2%	79.4%	77.3%
% Provisional license	16.1%	13.5%	32.8%	22.5%	16.1%	18.0%
% Special education teacher	20.0%	10.7%	10.9%	7.8%	12.2%	12.6%
Salary	\$53,790	\$58,004	\$57,920	\$56,682	\$56,690	\$55,796
% Turnover	25.0%	23.2%	28.1%	20.9%	23.9%	23.1%
School characteristics						
% Elementary	55.7%	55.5%	49.2%	58.3%	55.9%	53.4%
% Rural	38.3%	8.9%	8.8%	10.2%	14.9%	23.0%
% Four-day week	19.1%	3.1%	5.0%	6.6%	5.4%	12.4%
% Charter school	9.6%	6.6%	7.1%	3.5%	7.7%	8.3%
Student characteristics at school						
Enrollment	507	698	770	645	657	598
Student-teacher ratio	16	17.9	17.2	17.2	17.1	17.3
% Students of color	49.0%	51.8%	56.3%	58.5%	44.1%	41.4%
% Econ. disadvantaged	45.6%	34.6%	39.9%	38.8%	36.0%	37.3%
% Special Education	19.8%	16.4%	17.6%	16.2%	16.9%	16.8%
% Gifted	3.2%	8.4%	6.9%	5.4%	7.1%	5.2%
% Suspended or expelled	9.5%	6.2%	7.7%	7.1%	6.6%	7.7%
Average achievement (SD)	-0.19	-0.02	-0.16	-0.21	0.02	-0.08
Staff characteristics at school						
% Had a new principal	22.1%	21.7%	24.0%	20.9%	22.9%	22.8%
% Teacher turnover rate at school	20.6%	17.5%	17.0%	19.0%	16.2%	18.4%
Average years teacher experience	10.6	11.6	10.8	10.9	11.6	11.1
% Novice teachers (<=3 years)	24.6%	19.0%	21.6%	21.4%	18.8%	21.4%
% Experienced teachers (>10 years)	44.8%	50.9%	46.9%	46.8%	51.0%	47.9%
% Provisionally licensed teachers	12.0%	6.2%	8.2%	9.0%	6.6%	8.5%
% Teachers of color at school	18.8%	21.8%	24.4%	27.2%	19.7%	12.2%
Number of total teachers across years	115	605	238	2,275	444	14,005

Note: “AIAN” indicates “American Indian/Alaska Native”; “AAPI” indicates “Asian/Pacific Islander”. Data from ODE staff position file combined with information from student data files. Only teachers with 0.5 or above FTE and 5 or less years of experience are included. Cells report the average of a specific characteristic for each racial/ethnic group across 2023-24 to 2024-25. Provisional license refers to emergency or restricted teaching licenses. Academic achievement is the average standardized score from ELA and Math state tests, thus capturing only tested grades and subjects in a school.

This picture is largely true for early career teachers (0-5 years of experience) of all racial/ethnic backgrounds, though it is more pronounced for Hispanic/Latine, American Indian/Alaskan Native (AIAN), and Black

teachers who tend to work in schools with more economically disadvantaged students, lower achieving students, and more students of color (see Table 9). These differences in terms of achievement are quite large, with early career Black, Hispanic, and AIAN teachers working in schools where students score 0.16 to 0.21 standard deviations below the average. This is equivalent to about 7.5 percentile points or one-third of the gap between economically disadvantaged and not economically disadvantaged students. Relative to their Asian/Pacific Islander and White peers, Black, Hispanic and AIAN early career teachers are less likely to work in schools with experienced colleagues. Notably, however, Black and Hispanic teachers are about twice as likely to have colleagues of color at their schools relative to White teachers (24 and 27% compared to 12%) which may serve to support their retention (Xu et al., 2024). Indeed, Hispanic teachers have the lowest turnover rates of all early career teachers. When we examine the factors that most predict turnover among teachers, student achievement, having a new principal, and the percent of novice colleagues—all of which tend to favor more experienced teachers—emerge as strong predictors. Together, these analyses suggest that while Oregon has successfully recruited more diverse teachers into the workforce, the school environments they are placed into may be contributing to their turnover, hampering the progress towards retaining diverse teachers who are early in their careers.

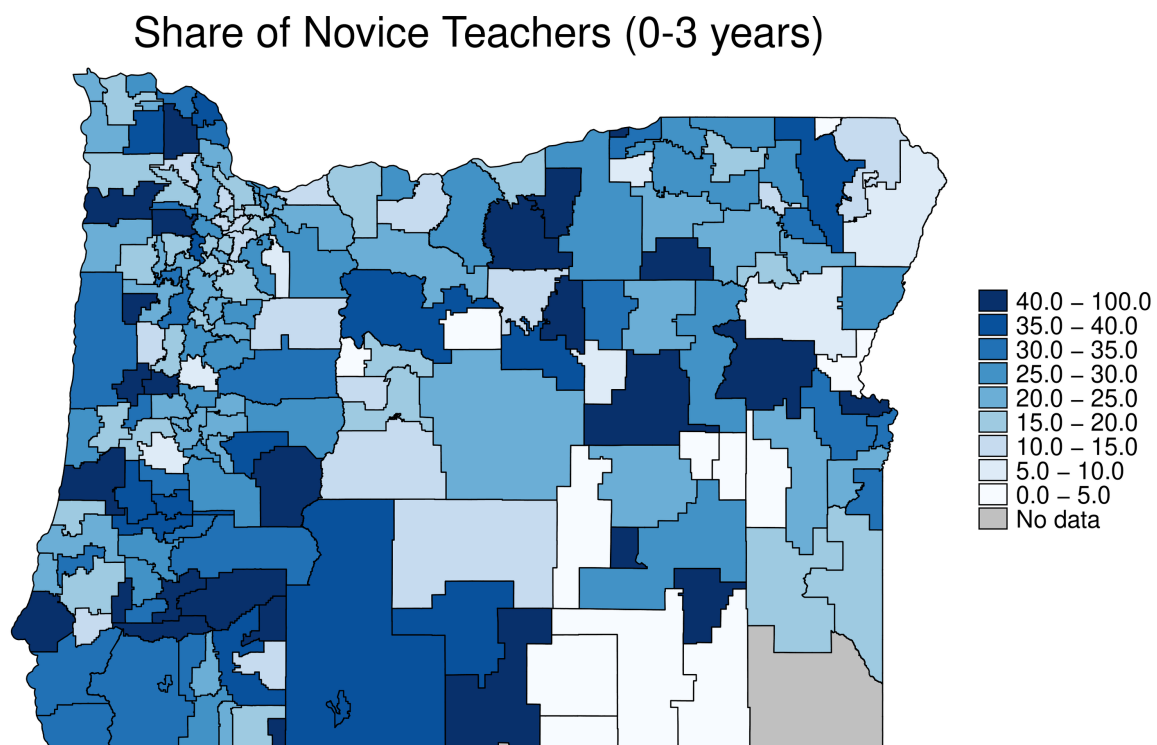
5.2 District Contexts

Above, we show that entering, transitioning, and early career teachers more generally make up an important part of Oregon’s increasingly diverse teacher workforce. However, these teachers are also disproportionately concentrated in schools with other novice teachers (0-3 years of experience) and teachers who are on provisional licenses. Entering and transitioning teachers are also substantially more likely to hold provisional licenses themselves with one-third of entrants and half of transitioning teachers holding emergency or restricted teaching licenses. To better understand how these patterns vary across the state of Oregon we create several maps shading districts by the share of all of its teachers that are novices, experienced (10+ years), and on provisional licenses.

Figure 6 plots the share of teachers across Oregon districts that are novices with 3 or fewer years of experience while Figure 7 does the same for experienced teachers with 10 or more years of experience. The two maps are

largely inverses of each other where districts with more novices tend to have fewer experienced teachers and vice-versa, though there are many districts with sizable shares of teachers with 4-10 years of experience. Generally, school districts in southern Oregon, along the coast, and in some parts of Eastern Oregon have more novice and fewer experienced teachers.

Figure 6: Share of Novice Teachers by School District (2023-24 & 2024-25)

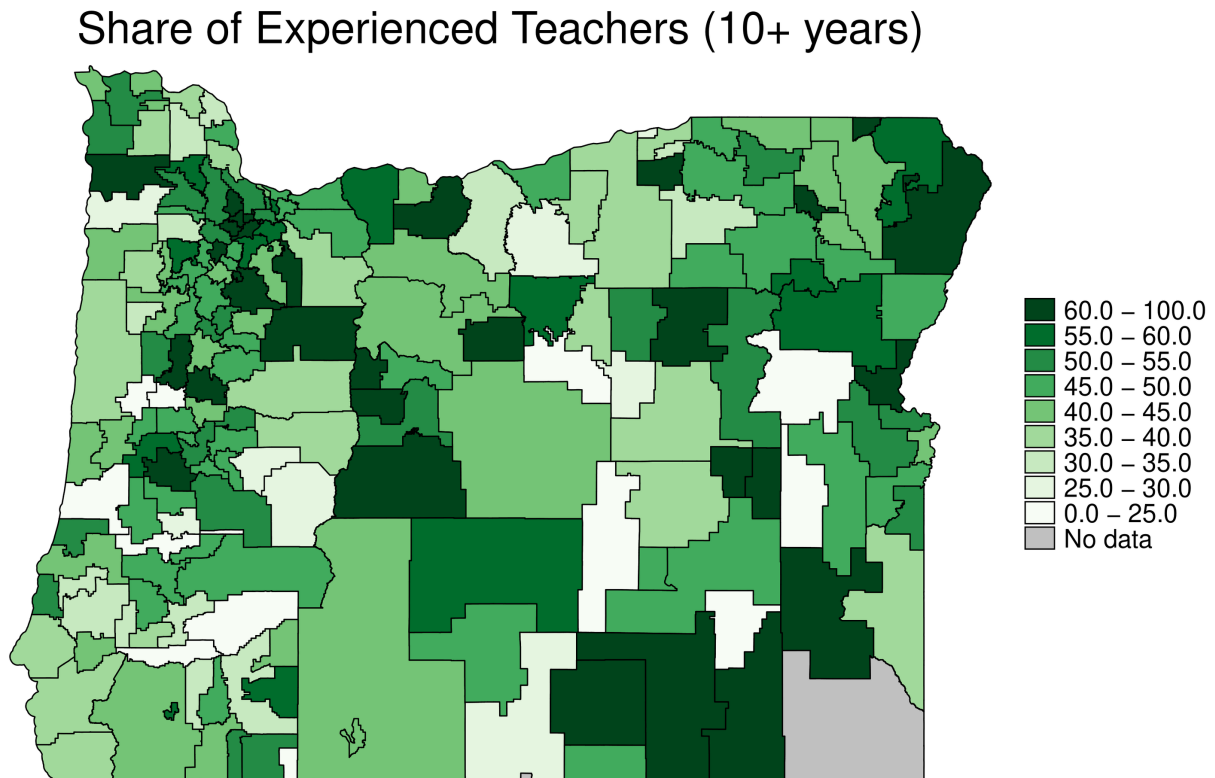


Note: Figure plots the share of all teachers in a district that have 3 or fewer years of experience in teaching using the ODE staff position files. For one district, data is unavailable about their teacher(s).

Figure 8 plots the share of teachers with provisional licenses in Oregon public school districts. Notably, the highest category in this map represents a concentration of provisionally licensed teachers of 20 to 50% of a district's teachers. Most of the districts in this category are relatively small and rural so that a small number of provisionally licensed teachers may account for a relatively large share of the overall district teacher population, though there are districts employing hundreds of teachers with more than 10% holding only a provisional license. Several other districts still have between one in five and one in ten teachers holding provisional licenses. Some of these are larger districts, suggesting some potential challenges with teacher recruitment and

retention that may be persistent. Finally, many districts, including many of the state's largest districts, have a relatively low prevalence of provisionally licensed teachers (5% or less). In a larger district, this may still correspond to a relatively large number of provisionally licensed teachers, while it may not be a large fraction of the overall teaching force in that district. Indeed, the districts with the largest absolute number of provisionally licensed teachers include some of the state's largest but, not exclusively. There are other smaller districts with more provisionally licensed teachers than some of the larger school districts.

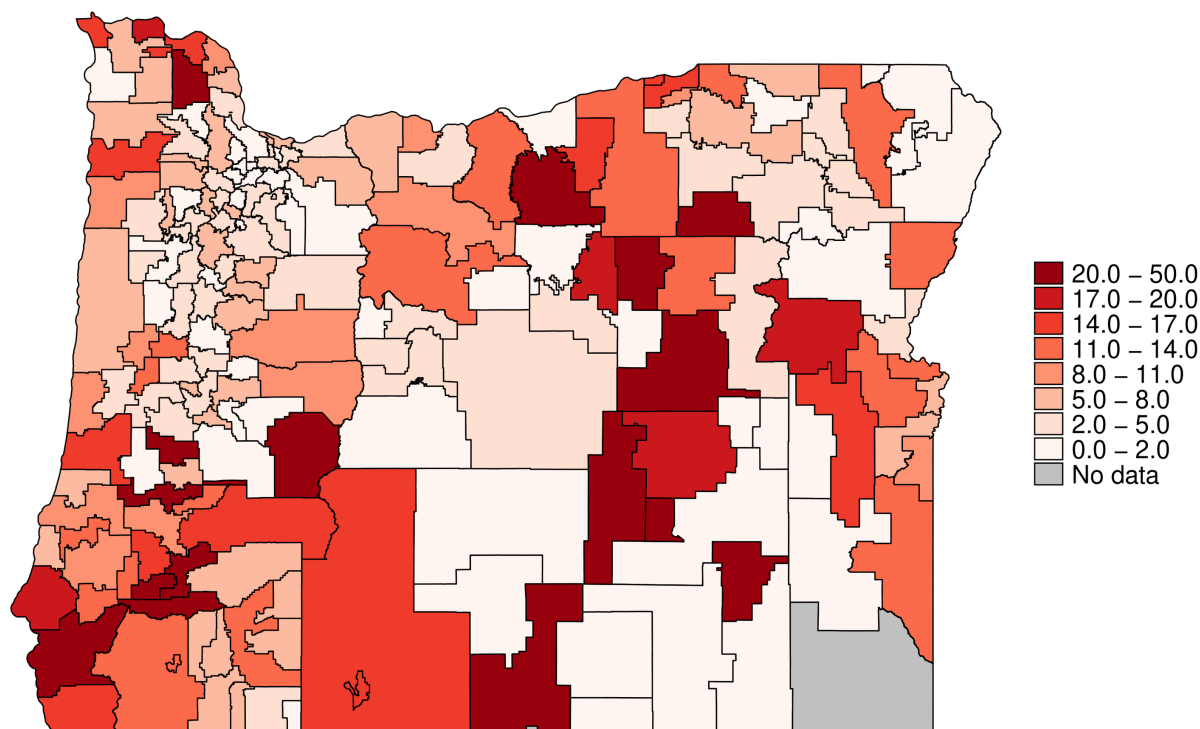
Figure 7: Share of Experienced Teachers by School District (2023-24 & 2024-25)



Note: Figure plots the share of all teachers in a district that have more than 10 years of experience in teaching using the ODE staff position files. For one district, data is unavailable about their teacher(s).

Figure 8: Share of Provisionally Licensed Teacher by School District (2023-24 & 2024-25)

Share of all teachers that are provisionally licensed



Note: Figure plots the share of all teachers in a district that have emergency or restricted teaching licenses using the TSPC licensure data. For one district, data is unavailable about their teacher(s).

6. Conclusion

In this updated report through the 2025 school year, we seek to support the work of the EAC and state more broadly as it aims to create an educator workforce that reflects the diverse identities and experiences of students in Oregon particularly in the face of national challenges surrounding teacher supply and turnover. Using data from ODE covering nearly two decades, we hope to provide insights into these workforce dynamics in Oregon. Over time, Oregon has made substantial progress in attracting more racially, ethnically, and linguistically diverse teachers into the profession. This has been due to recruiting new entering teachers into the profession who are more diverse

than the existing teacher workforce and also by increasingly tapping into the pool of non-teaching staff already working in Oregon public schools. These two sets of teachers may, however, fill different kinds of needs in the system. Transitioning teachers are much more likely to work as special education teachers but less likely than entrants to hold other high-needs endorsements such as STEM or Bilingual/ESOL. This suggests that Oregon likely needs educators from a variety of different pathways to develop the workforce needed to support students. Furthermore, many of these new educators hold provisional licenses and are concentrated in schools that have high turnover rates and many other novice teachers. These conditions may not be most conducive to inducting teachers into the field and suggest that additional support could be needed to assist early career teachers in their first years to remain in the profession.

Encouragingly, we show that turnover rates have come down from their post-pandemic peaks for teachers, administrators and licensed staff on average. This increased stability is undoubtedly a positive trend for students, schools and educators. However, turnover has not receded much for paraprofessionals and other non-licensed staff which may be putting an additional strain on schools. Turnover also remained elevated for entering and transitioning teachers who are just starting out in the profession. More generally, among early career teachers in both general and special education positions, rates of exiting since 2022 remain higher than they were prior to the pandemic. These increased exit rates may create a “revolving school door” where new educators enter, exit, and must again be replaced by other new educators (Ingersoll, 2001). To the extent that these trends can be reversed, they will support the diversity and quality of the educator workforce in Oregon given the increasing diversity of new teachers and the link between experience and teacher effectiveness.

As Oregon schools look ahead to sustain and diversify the educator workforce in the years ahead, there is progress to celebrate and promising pathways forward. At the same time, there is much work still to be done in order to meet the goal of building an educator workforce that represents the rich diversity of the students the state is tasked with serving.

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Appendix

Appendix A. Staff Group Definition

We use position codes provided in the Oregon staff position data to identify 11 detailed staff groups based on the similarity of job types, necessary qualifications, pay, and demographics. These detailed staff groups are then combined into 5 simplified groups: teachers, administrators, paraprofessionals, licensed staff and non-licensed staff.

“Teachers” include those working in both general education and special education fields. “Administrators” include both school-level leaders (e.g., principal) and district-level leaders (e.g., superintendent), as well as special education administrators. “Paraprofessionals” are individuals who work to support teachers and students in classrooms, covering both general and special education. “Licensed staff” is a broad category encompassing various roles that all require some type of specialized training and an official license, including school psychologists, nurses, librarians, and instructional coordinators. The “Non-licensed staff” group is also broad and includes individuals working in various roles that do not require official licensure such as library assistants, school or district support and special education administrative support staff. See Table A1 for a list of staff position codes and groups.

Table A1. Crosswalk of Simplified Staff Groups to Position Codes from Administrative Data

Staff Group	Detailed Staff Group	Positions Recorded in Administrative Data
Teachers	General Education	Head Teacher, Non-Special Ed Teacher, Non-Special Ed
Teachers	Special Education	Special Education Teacher (Non-PE) Special Education Teacher (PE)
Administrators	School-Level	Principal Assistant Principal
Administrators	Top District-Level	Superintendent Assistant Superintendent

Administrators	Special Education	Special Education Administrator, Director Special Education Administrator, Other Administrative Position
Paraprofessionals	General Education	Paraprofessional (Educational Assistant), Non-Special Ed
Paraprofessionals	Special Education	Special Education Paraprofessional
Licensed Staff	General Education Licensed	Instructional Coordinator/Supervisor, Non-Special Ed Psychologist, Non-Special Ed Library/Media Specialist Guidance Counselor, Non-Special Ed Other Licensed Staff, Non-Special Ed Nurse, Non-Special Ed School Social Work
Licensed Staff	Special Education Licensed	Special Education Audiologist Special Education Speech Pathologist Special Education Interpreter Special Education Psychologist Special Education Occupational Therapist Special Education Physical Therapist Special Education Recreational/Therapeutic Specialists Special Education School Social Workers Special Education Medical and Nursing Staff Special Education Counselors and Rehab Counselors Special Education Orientation and Mobility Specialists Special Education Other Services, Licensed

Non-licensed Staff	School and District Support	District Support (Non-Licensed, Non-Special Ed) School Support (Non-Licensed, Non-Special Ed) Student Support (Non-Special Ed) Library/Media Support Other Non-Licensed Staff, Non-Special Ed
Non-licensed Staff	Special Education Support	Special Education Administration, Support Staff Special Education Other Services, Non-Licensed

Appendix B. Additional Resources

For more information about the research we have described above and other works examining educator labor markets in Oregon, please refer to the following working papers. To request copies, please contact Emily K. Penner, emily.penner@uci.edu.

Educator Turnover

The majority of the work described above derives from the following working paper on:

Penner, Emily K., Yujia Liu, and Aaron J. Ainsworth. (2026). Revolving School Doors? A Longitudinal Examination of Teacher, Administrator and Staff Contributions to School Churn. *Educational Researcher*.

Link: <https://doi.org/10.3102/0013189X261419503>

Abstract

Non-teaching staff comprise over half of all school employees and their turnover may be consequential for school operation, culture, and student success, yet we lack evidence documenting their attrition. We use 17 years (2007-2023) of administrative data from Oregon to examine mobility and exit among teachers, administrators, paraprofessionals, licensed staff, and non-licensed staff. Although teacher turnover dominates turnover conversations, teachers are consistently the most stable employee group, even as turnover surged following the COVID-19 pandemic. School factors, like colleague experience, predict turnover rates for all employees, but within-school turnover between staff groups is not highly correlated and associations with some school context factors vary by employee group. Results suggest that employee turnover is not a homogenous phenomenon across staffing groups.

Early Intervention and Early Childhood Special Education Workforce

Ainsworth, Aaron, Nicholas Ainsworth, Yujia Liu, & Emily K. Penner. (2026). The early intervention and early childhood special education workforce: Descriptive evidence on demographics and turnover from Oregon. *Journal of Research on Educational Effectiveness*.

Link: <https://www.tandfonline.com/doi/full/10.1080/19345747.2025.2611909>

Abstract

Early intervention (EI) and early childhood special education (ECSE) services for children with disabilities have expanded substantially across the U.S. over the past few decades, necessitating efforts to recruit and retain a qualified workforce to meet their needs. Despite widespread reports of staffing challenges in this sector, few contemporary studies provide large-scale evidence on this workforce. Using administrative data for all EI/ECSE employees in Oregon from 2008 to 2023, we provide longitudinal descriptive evidence on their composition, distribution, and stability. We show that the workforce has increased significantly, is growing more racially/ethnically diverse, and is more highly educated but less experienced than the state's K-12 workforce. Turnover remained fairly constant during this period, with the exception of paraprofessionals and non-licensed staff whose retention steadily declined to historic lows. Finally, we show that staff are distributed somewhat inequitably throughout the state, with areas serving more low-income students having the highest child-staff ratios and fewer highly-educated teachers/interventionists. Together these analyses contribute the first longitudinal portrait of an EI/ECSE workforce, providing key insights into their staffing dynamics at scale.

New Teacher Mentoring

Liu, Yujia and Emily K. Penner (2024) Does Mentoring Impact Beginning Teacher Retention? A Longitudinal Program Evaluation.

Abstract

This study examines the causal effect of a state-level mentoring program for beginning teachers on teacher turnover, using seven years of administrative data from approximately 200 school districts. It takes advantage of the rotation of financial support for the program across districts over time and uses reduced form and instrumental variable research designs to address selection bias related to the availability of mentoring. The analysis suggests that this mentoring program affects the retention of novice teachers within schools, districts, and the state in different ways. On average, program participants are 14.8 percentage points less likely to leave the state public schools within one year. Participants of color and teachers working in districts with higher levels of teacher and student diversity appear to experience even greater retention benefits. While the programs have a positive impact on novice teacher retention at the state-level, it has no significant impact on school-level retention and may contribute to an

increased likelihood of teachers moving to other school districts. This study provides valuable insights that help reconcile the discrepancies among descriptive, quasi-experimental, and experimental studies examining the effects of mentoring on the retention of beginning teachers. The results suggest that mentoring programs should be complemented by specific support for teachers in individual schools and districts, which would help to improve the equitable distribution of teachers across educational institutions.

Four Day School Week

Ainsworth, Aaron, Emily K. Penner, and Yujia Liu.(2026) Less is More? The Causal Effect of Four-Day School Weeks on Teacher Turnover. *Education Finance & Policy*.

Link: <https://doi.org/10.1162/EDFP.a.461>

Abstract

The use of four-day school weeks (4dsw) in the United States has expanded rapidly over the past two decades. Previous work examines the impact of 4dsw on student outcomes, but less research to date examines its effect on teachers even though schools in some locales have adopted 4dsw to improve recruitment and retention. This paper uses a difference-in-differences design to estimate the effect of 4dsw adoption in Oregon, a state with early and widespread 4dsw use, on teacher retention in both the short- and long-term. We find that adopting a four-day week increased turnover among teachers by approximately 2 percentage points overall. The increases are driven by schools that adopted prior to the COVID-19 pandemic and persist even a decade after the policy is implemented. The findings suggest that policymakers interested in implementing 4dsw for improved teacher retention should exercise caution.

Relative Salary Changes

Candelaria, Chris. Liliane Nienstedt, Emily K. Penner, Aaron Ainsworth, and Yujia Liu.(Forthcoming). Should They Pay, or Should I Go? Differential Responses to Base Salary Increases. *Education Finance & Policy*.

Link: <https://edworkingpapers.com/ai24-1003>

Abstract

This study uses administrative data from Oregon to estimate the extent to which base salary reduces teacher turnover and to investigate whether these effects are heterogeneous by teacher characteristics. We find that increases in salary are associated with decreases in teacher turnover – in our fully specified model we estimate that a 10% increase in current and future base salary is associated with a 1.5 percentage point decrease in turnover. This relationship appears to attenuate for mid-career teachers, and we do not find a statistically significant difference between teachers with BA and MA degrees. Lastly, we find that teachers in special education positions are more responsive to salary increases than those only assigned general education classes. These insights help provide a better understanding of the ways that salaries may impact teacher staffing challenges across different teacher characteristics.

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